# ORISSA SUPER CYCLONE

## STATE LEVEL WORKSHOP ON STRATEGIC PLANNING IN REHABILITATION & DEVELOPMENT

***Organised by :***

**GOVERNMENT OF ORISSA & UNITED NATIONS**
**BHUBANESWAR**

**Saturday, 11 December 1999**

# REPORT



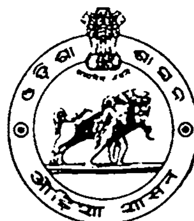
UNITED NATIONS



GOVERNMENT OF ORISSA

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**SHRI S. B. MISHRA, IAS**
*Chief Secretary and*
*Chief Development Commissioner*
*Orissa*



Email—csori@ori.nic.in

Phone
Office : 402300, 400300
PABX : 202
Res. : 531787, 533195
FAX : 400244

BHUBANESWAR

Dated the 3 February, 2000

# *Message*

*The super-cyclone, which struck the State on 29th October 1999, the worst in the living memory, brought in large-scale devastation in its wake in Orissa. This happened at a time when the Districts of Ganjam and Gajapati were still reeling under the after effects of the first cyclone of 18th October 1999. The rehabilitation and reconstruction task ahead of us is very challenging because of its sheer magnitude. It calls for partnerships and co-operation at all levels to rebuild a resurgent Orissa.*

*In this moment of crisis, response from all quarters has been both prompt and overwhelming. The International & National Agencies, UN System, Government of India, State Governments, Corporate Sector, NGOs etc. have come forward and joined hands with Government of Orissa to work towards an effective and a coordinated reconstruction and rehabilitation effort.*

*The* ***State-level workshop on Strategic Planning in Rehabilitation****, a joint initiative of the United Nations and the Government of Orissa, held on 11th December 1999 was organised at a critical juncture. It was yet another step towards accelerating the rehabilitation process in the cyclone affected coastal districts of the State.*

*I am confident that the workshop report, which succinctly captures the essence of the active deliberations and group work recommendations will be a useful document for the partners engaged in rebuilding a "new Orissa"*

***S.B Mishra***
***Chief Secretary to Government of Orissa***

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**ORISSA, INDIA**

*Bhubaneswar*

*01 February 2000*

*Termed as one of the most devastating and unprecedented human disasters ever experienced, Orissa was completely shattered by the worst-ever super cyclone this century on 29 October 1999. Previously, a cyclone hit Orissa, in particular the Ganjam District, on 18 October 1999. The 29 October super cyclone involved winds of up to 300 kms per hour, tidal waves reaching ten meters and incessant rains for 48 hours. 14 districts were affected, totalling 19,000 villages and 28 municipal areas, with about 13 million people affected and 1.65 million houses damaged or destroyed.*

*United Nations System promptly responded to the request of the Chief Minister, Orissa by extending emergency relief assistance to the affected people. UNICEF Office in Bhubaneswar was upgraded to UN House and the State Representative, UNICEF designated as Coordinator (Orissa Rehabilitation) in order to facilitate closer partnership and coordination with the Government of Orissa and other partners.*

*As relief phase was getting over, the State Level Coordination Committee Meeting of the Government of Orissa, International Aid organisations, donor agencies and UN System held daily in the UN House recognised the need to start focussing on rehabilitation and development in the cyclone affected East Coast.*

*It was in this context that a State Level Workshop on Strategic Planning on Rehabilitation was jointly organised by the Government of Orissa and the United Nations on 11 December 1999 in Bhubaneswar.* ***This report contains major recommendations and more importantly 106 critical inputs for rehabilitation and development, which are distilled from the workshop deliberations and the thematic group recommendations.*** *The 106 critical inputs are listed in Annex – IV.*

***The Chief Secretary, Government of Orissa has agreed to set up a Task Force to review and adopt the recommendations for appropriate action at state level. UN House would use these recommendations for developing UN Intersectoral Work Plans.*** *We hope that this report could serve as a useful planning tool for other partners as well.*

*M Murali Dharan*
*UNICEF State Representative & UN Coordinator (Orissa Rehabilitation)*

UN House - I, 253 Forest Park, Bhubaneswar – 751009, Orissa, India
Telephone: 91- 0674 - 530348, 530760, 531268 Fax: 91- 0674 – 530168 email: bhubaneswar@unicef.org

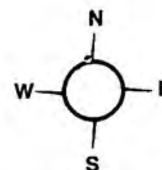
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**REFERENCES**

Cyclone & Saline Innundation
Flood
Cyclone
Cyclone & Flood
State Boundary
District Boundary
Block Boundary
National Boundary

*Composed at : Spatial Planning & Analysis Research Centre (P) Ltd., Bhubaneswar*

* Area shown tentative. To be revised after ground check.
* * Not to Scale. ** Not to be produced as a legal Document

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# EXECUTIVE SUMMARY

A State level Workshop on Strategic Planning in Rehabilitation was organised by the Government of Orissa (GOO) in collaboration with the United Nations on 11 December 1999 in Bhubaneswar. The main objective of the workshop was to finalise the recommendations made by the three working groups on (a) Livelihood, (b) Habitat (c) Infrastructure and to develop a draft rehabilitation and reconstruction plan with a clear geographical focus and prioritisation of interventions.

Mr. M. Murali Dharan, Chief, UN House, Bhubaneswar welcomed the participants and commended the concern and solidarity expressed by national and international development agencies, donors, UN system, different State Governments, corporate sector with the GOO to mitigate the sufferings of the people in cyclone affected districts.

Mr. T. Ramachandru, IAS, Special Secretary to the Chief Minister provided a brief overview of the workshop and outlined the process of evolution of coordination meetings between GOO and the international aid agencies, donors and the UN system regularly held at UN house, Bhubaneswar right from rescue/relief to rehabilitation phases.

Mr. S.B. Mishra, IAS Chief Secretary to the Government of Orissa in his inaugural address highlighted the devastating effect of the super cyclone, which hit the state on 29th October. As a result, developmentally the state has been further pushed backward. Nevertheless, new bonds of partnership have been forged during this period of extreme crisis. Though the situation is challenging, he said, through collective efforts, it could be changed into an opportunity to rebuild a new Orissa.

The second session of the workshop focussed on the Transitional Phase between Relief and Rehabilitation and was facilitated by Mr. John Gwynn, National Director, Oxfam (India) Trust Mr. Gwynn, illustrated a framework for rehabilitation, underscoring the need to enable people to attain their pre-crisis "well-being" and ideally, even better their previous state of well-being.

Recognising the need to feed assessment and analysis into the rehabilitation planning process, the third session of the workshop dealt with Management Information System. A presentation on the prototype of DevInfo software was shared with the participants by Dr. L.N. Balaji, Chief, Strategic Planning Monitoring and Evaluation, UNICEF, New Delhi and Mr. Chris Oswalt, Director, Information Systems, Community Systems Foundation. The salient features of the DevInfo software are that it provides easy access to data on indicators defined by sector, goal, source, and implementing agency. The DevInfo software contains presentation features like tables, graphs and maps.

The working groups on Habitat, Livelihood and Infrastructure put up a "Market Stall" based on the outcome of their deliberations. This session was found to be extremely useful allowing the participants to freely express their views to improve on the recommendations of the various working groups.

Based on the interactions in the "Market Stall", sub-groups of the working groups dealt with issues like information gaps, prioritisation of critical needs, discussion on future course of action and identification of measurable indicators. The salient recommendations of the sub-groups included the following:



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- **Habitat Sub-Groups**: Housing, Water Environment and Sanitation, Ecology.

  **Housing:** A coordination cell has been set up at Orissa Rural Development & Marketing Society for state level coordination with NGOs. As part of future disaster preparedness, a building centre using low cost technology and equipped with R&D facilities will be promoted in every block.

  **Water Supply & Environmental Sanitation:** A greater thrust on integrated water supply and environmental sanitation facilities including constructing sanitary household latrines.

  **Ecology:** Efforts to be concentrated on revival of coastal shelter belt plantation including reviving the mangrove forest area, village plantation and city plantation.

- **Infrastructure:**

- Decentralised planning and implementation
- Creation of database, information sharing between government, NGO and other partners
- Mapping of geographical areas to avoid duplication of effort by implementing agencies
- Community based rehabilitation of children, adolescent girls and women "at risk"
- Transit schools
- Restoration of ICDS services
- Immediate feeding programme for children and women in non-ICDS area

- **Livelihood:**

- Sharing of data and assessments through DevInfo
- Delineating commitments from Government, NGOs,UN Agencies, Bilaterals with reference to resources, geographic and activities coverage
- Strengthening linkages between the three major players through UN House
- Block level setting up Rural Training, Enterprise and Marketing centres
- Rural-urban slum continuum focus
- Monitoring
- Concurrent evaluation
- Periodic reviews

- **Management Information System**

- Establishment of a monitoring cell at state/district level
- Identification and prioritisation of indicators
- Capacity building at district level

- **Coordination:**

- State level coordination committee to deal with policy level issues with a clear flow of information/action plan to district and block; participants to include all heads of organisations, state governments and district coordinators



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District level coordination will play an operational role in assessment and prioritisation of needs; participants to include leading stakeholders and block level coordinators
Block level coordination to be action oriented reviewing the agreed action points highlighting key achievements, identifying new needs and priorities

**Closing Session**

This session dealt with presentations by different stakeholders, the corporate sector, District Collectors, NGOs, and European Commission Humanitarian Office (ECHO), where each stakeholder provided inputs based on their respective perspectives. Mr. David Friedman, Vice President (Finance), Ford, India felt that the private industries needed to be represented in larger numbers and that there was a need for intensive interaction between the investors and the community which would suggest and make recommendations to the government for better preparedness next time.

Mr. R. Balakrishnan, IAS, District Magistrate & Collector of Jajpur district felt that the district should be the nodal agency for coordination and it was important that interventions, if any, should not in any way undermine the existing institutions and leaderships.

Mr.R.K.Sarangi, Coordinator, Orissa Disaster Mitigation Mission stressed on the **need to recognise the community as a basic unit for all planning and implementing activities. Self-reliance should be promoted and programme interventions should follow a rights based approach, so that people would not be treated as customers and beneficiaries.** Public health awareness building has to be a critical input so as to ensure that environmental degradation does not lead to major public health hazards. There was a need to formalise coordination mechanisms and working methods in order to ensure that all stakeholders have clearly defined commitments and roles. It was suggested that the Orissa super cyclone be declared as a national calamity.

Mr. Jose Felix Merladet, Counsellor, European Union Delegation of European Commission in India, European Commission Humanitarian Office (ECHO) informed that for relief operations the first tranche of RS. 9 crores had been released to NGOs in Orissa; a second tranche of Rs. 20 crores for medium term rehabilitation was being considered. The third tranche would be released for long term rehabilitation efforts directly to the Government of India.

Mr. M Murali Dharan, Chief, UN House strongly advocated for actively involving the District Collectors and Block Development Officers to establish effective coordination among stakeholders at district and block levels.

In his concluding remarks, Mr. S B Mishra, IAS, Chief Secretary, Government of Orissa said there was a need to initialise and institutionalise the self help process immediately in order to avoid over-dependence on the government. He cited examples of innovative processes like village sanitation, development of a model block plan by Nehru Yuva Kendra volunteers. Mr. Mishra said that the rehabilitation groups should come up with a blue print Plan of Operations to help the government in finalising the terms of reference for the Reconstruction Authority proposed to be set up at the state level. He agreed to a suggestion from Mr Murali Dharan to set up a Task Force to review and adopt the recommendations of the workshop for implementing rehabilitation activities.

The workshop ended with a vote of thanks by Dr. Gayatri Singh. Programme Officer, Child Development and Nutrition, UN House, Bhubaneswar.



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# MAIN REPORT

## Main Objectives of the Workshop

1. To finalise the recommendations by the three working groups on (a) Livelihood, (b) Habitat and (c) Infrastructure;
2. To prepare a draft rehabilitation plan with a clear geographical focus and prioritisation of interventions;
3. To review existing coordination mechanisms and make recommendations for improvement of coordination mechanisms at various levels; and
4. To propose a suitable Management Information System and assessment plan with tracking mechanism for rehabilitation measures undertaken.

## 1.0 Inaugural session

**Mr. M Murali Dharan,** Chief, UN House welcomed Mr. S B Mishra, Chief Secretary, Government of Orissa and all participants to the workshop. He expressed his deep appreciation of the concern and solidarity expressed by the various agencies including the European Commission, DfID, OXFAM, Red Cross, Ford India (representing the private sector) and the neighbouring States with the Government of Orissa (GOO) during this hour of crisis and also thanked the media and colleagues of the UN family for their efforts in mitigating the sufferings of the cyclone affected people.

He noted that UNICEF has been collaborating with the Government of Orissa for over 50 years to enhance the quality of the lives of children and in helping children realise their rights. He also highlighted the fact that Orissa is one of the six focus states (the other five being Bihar, Uttar Pradesh, Madhya Pradesh, Rajasthan & Assam), which have some of the worst human development indicators i.e. high Infant Mortality Rate (IMR), high levels of under-5 malnutrition, poor sanitation coverage, high female illiteracy, high school drop out rates particularly amongst girls, high prevalence of anaemia among children and women, etc. Under these circumstances, UNICEF had so far been focussing on the socially backward areas, particularly the KBK districts in the south-western parts of Orissa. The recent cyclone, however, had led to devastation in some of the districts, which may be considered as somewhat better than the tribal KBK (Koraput, Bolangir & Kalahandi) districts. Consequently, it was likely that Orissa was not only one of the most backward states, but may have several of the worst off districts in the country.

**Mr. T Ramachandru,** Special Secretary to the Chief Minister, who chaired the inaugural session, noted that the Government of Orissa received overwhelming response from each and everyone – donor agencies, national and international NGOs, UN agencies, State Governments and Government of India to help overcome this crisis. The coordination process was initiated among the NGOs and voluntary bodies on a spontaneous note and the response was enormous. This combined effort aimed at bringing about effective and meaningful partnership between Government agencies on the one hand and other stakeholders like NGOs, donor agencies and UN System. This coordination effort had generated a lot of trust and confidence between the GOO, NGO community and other development partners.



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As the process continued, there was a feeling among NGOs, the GOO and the people to switch emphasis from short-term relief phase to a longer-term rehabilitation phase. A few NGOs providing relief services expressed their desire to continue work in the Restoration & Rehabilitation phase under the "5-R" strategy (Rescue, Relief, Restoration, Rehabilitation and Reconstruction). On 19 November, a State level Workshop on Rehabilitation was held in the UN House, to work out key principles of rehabilitation. Rehabilitation concerns were re-grouped into three themes, i.e. **Livelihood, Habitat and Infrastructure.** Two co-facilitators led each of the three Working Groups - one from the GOO & the other representing NGOs and other partners. The Working Groups held a series of meetings to take stock of the situation within each theme, identify and prioritise activities and to map out what was to be done, how, when and by whom. In addition, the Working Groups examined what resources were to be mobilised to meet the rehabilitation and reconstruction needs. The prime objective of this workshop was to review and finalise Working Group recommendations.

**Mr. S.B. Mishra,** Chief Secretary of Government of Orissa, delivering the inaugural address, noted the critical importance and timeliness of this workshop in determining the rehabilitation strategy. He thanked the UN system and particularly UNICEF for their tireless efforts in effectively coordinating the need assessment and relief & rehabilitation efforts. He noted that historically, there might not have been a cyclone similar to the current one since the 2nd Century. Orissa has been a backward state in terms of a number of developmental indicators; the devastation caused by the super cyclone has further aggravated the situation. He urged the meeting to look at this tragedy as an opportunity and a challenge to rebuild a new Orissa. He recounted the early phase of the cyclone and how relief and rescue operations were carried out, particularly when Orissa was cut off from the rest of the world. According to a recent survey, over 91% of the affected population, had been forewarned about the cyclone and were asked to move, but the weakness was that they did not have safe places to go to.

Mr. Mishra noted that even in such a calamity, a major outbreak or epidemic did not take place. This was particularly due to the cumulative efforts in the past by the people, NGOs and Health Department. He added that there was no serious black marketing of essential commodities. The excellent work of the armed forces, distribution of cheap and subsidised foodgrains and their extensive availability were some of the good lessons learnt. The whole-hearted support from NGOs all over the state and the country showed the extent to which all could work together, when such a tragedy strikes the state. There is need to sustain and continue to build on the successes. There will, no doubt, be problems in some parts or areas – the challenge would be as to how we use those lessons learned to overcome the problems rather than be submerged in negativism. With regard to the perception that blocks like Erasama in Jagatsinghpur District were getting all the help & attention, and the other severely affected blocks were not receiving their due share; he appealed to all NGOs to spread out to all blocks and districts rather than focus only on a few.

Out of the over 24,000 villages affected, electric supply had been restored in nearly 20,000 villages. Saline ingress in certain parts and the canal & irrigation systems that had been affected would need greater attention in the rehabilitation efforts. Government of Orissa had asked the collectors to use available funds to restore the educational institutions to a level by which the schools could resume working from 1 January 2000. Nearly 1.8 million households had been affected, these would need major reconstruction efforts. Another lesson from the cyclone was that those who were slightly better off were willingly extending their assistance to those with no or minimal means of livelihood.

A plan has been submitted to Housing and Urban Development Corporation (HUDCO) to build 2.50 lakh houses (Rs. 1,000 crore project). Another 2.50 lakh houses need to be built free for the very poor under the Indira Awas Yojana. The challenge was not getting the money alone, but to have designs which could withstand such calamities in future. While these rebuilding efforts would be going on, health and sanitation facilities require attention. About 4.50 lakh livestock has been lost. Provision of irrigation facilities for one million hectares for paddy cultivation by introducing shallow tube wells in these areas



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would augment the food security. Industries and artisans affected by the calamity would need major rehabilitation to assure livelihood in their settlements to prevent major migration. Jawahar RozgarYojna (JRY) funds would be used to build community assets and infrastructure. A coastal highway from Digha in West Bengal to Gopalpur in Orissa, with strong saline embankment has been proposed for World Bank funding. At a likely cost of Rs. 1,000 crores, this, in addition to developing communication, early warning systems, transportation and tourism, would generate additional employment. Children, adolescent girls and women "at risk" would require community based rehabilitation efforts. In this context, Mr. Mishra emphasised the importance of effective coordination as a prerequisite for successful rehabilitation efforts.

The State Government has proposed to establish a state level Authority for coordinating and overseeing rehabilitation and reconstruction in Orissa.

The Central Task Force under the chairpersonship of the Union Defence Minister will further discuss these issues in its next meeting on 13, December 1999. GOI has, so far, been very supportive and the Government of Orissa looks forward to continued goodwill, cooperation and assistance from all quarters. He requested the UN System and NGOs to continue their assistance for at least a period of one year.

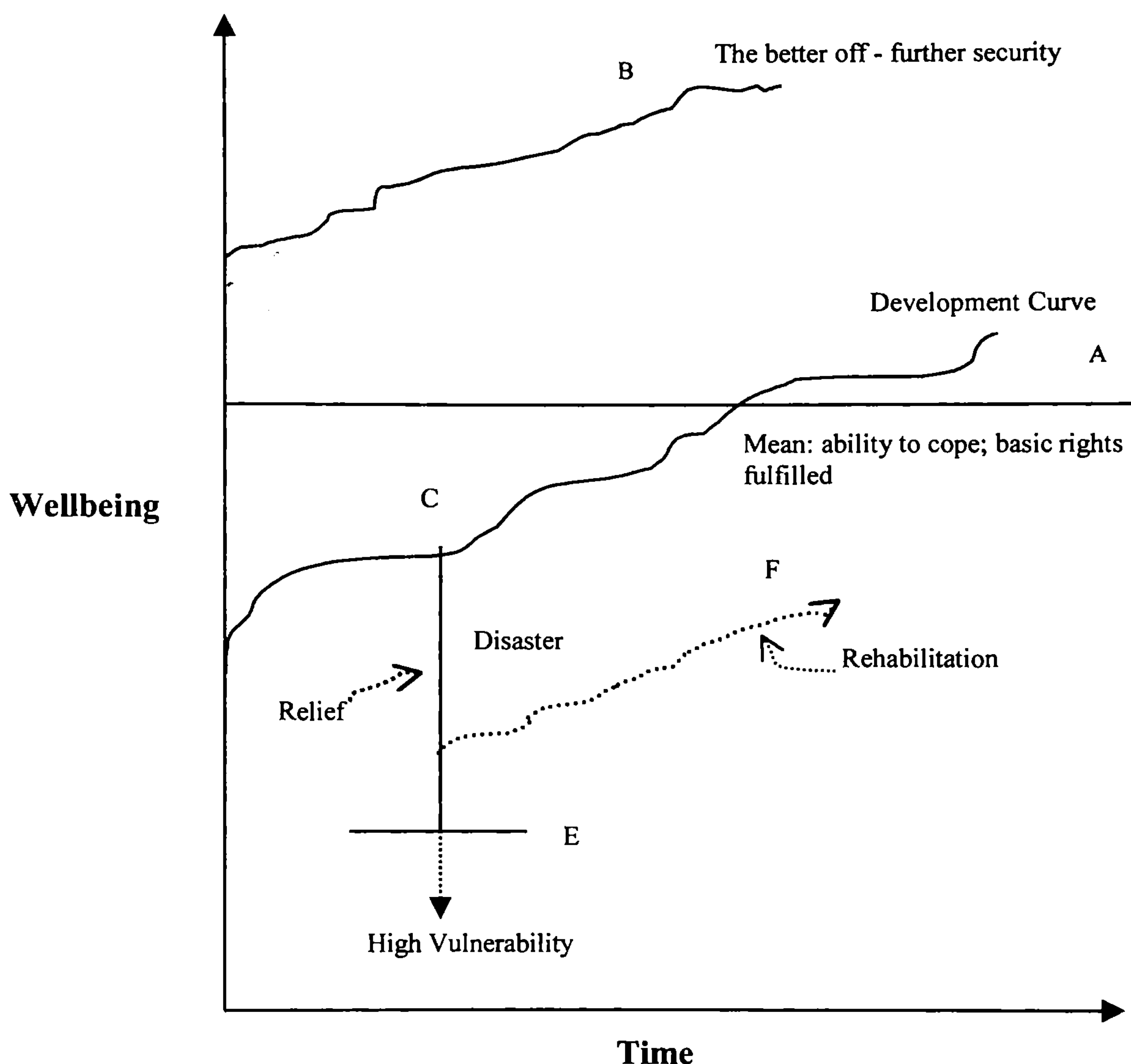
**Mr. R.K. Sarangi**, Orissa Disaster Mitigation Mission proposed a vote of thanks. He thanked all the participants and the Government of Orissa for taking this important initiative towards jointly developing a rehabilitation plan. He noted that UNICEF had taken the lead to ensure a good coordinated response to the disaster and had provided the critical interface between the NGOs, the Government and the UN System. He thanked the Chief Secretary and all the government officials for providing an opportunity and listening to the voices of the NGOs and various groups working in the field.



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## 2.0 The Transitional Phase between Relief and Rehabilitation

Mr. John Gwynn (OXFAM India) provided the framework for what is meant by 'rehabilitation', using the illustration given below:




If one reviews well being as a person's ability to cope and survive, a disaster is a set of circumstances, which create an enormous drop in the level of well being.

In plotting the attainment of well being against time, line A represents the mean at which people's basic rights are fulfilled, so that they are able to cope and develop. Line B represents the track of the better off, who can reach higher levels of development and security. Line C demonstrates the struggle of the worse off to attain the mean level of development (line A). Prior to the cyclone, many (if not most) of the affected people would be at some point along this track. Following the disaster, the well being of these



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people was put at immediate risk, represented by the plunging line D. At some point (E), survivors of the disaster would face extremely high risk to their survival. The relief operations are intended to prevent deterioration and slippage to point E. The rehabilitation effort will aim at lifting the affected people from some point along line D, so that they once again proceed to develop towards line A and, hopefully, at some stage surpass it. In the case of Orissa, rehabilitation could take some five years.

Mr. Gwynn also emphasised that people still find themselves caught between relief and rehabilitation. Food-for-work has yet to become operational and, meanwhile, problems were mounting. As a means of focussing the participants' attention on the pressing and current needs of communities affected by the cyclone, those present were asked to share their perceptions from their recent visits to the affected areas to draw out the picture of current and projected needs over the next 3 to 6 months. In particular, how are affected people coping in the move from relief to rehabilitation? The following issues were culled from the audience as immediate impressions and issues that were on "today's" agenda.

- Community based programmes are urgently needed
- Need for food for work projects
- Strong sense of food imbalance in vulnerable groups
- Accessibility to drinking water which is safe
- Legal and land entitlement issues to claim rehousing for the most marginalised
- Debris from destruction needs to be cleared to avoid public health hazards
- Urgent need to start child education
- Re-building family based incomes
- Migration of labour force
- Migration and trafficking of children & women
- Access to health care for women and the disabled

The conclusion of this discussion re-emphasised the need for hard data to be able to target their rehabilitation programmes effectively, which led appropriately to the next section.

## 3.0 Management of Information

Any planning goes very well, when you have a good situation. Clearly in a disaster of this proportion one need to feed analysis into planning and go back into a continuous interactive process to improve plans from updated data.

ChildInfo is a database developed for UNICEF. From this, DevInfo is under development as a part of the common UN database to monitor World Summits and Conferences of the UN. The challenge is to put this DevInfo into an active mode in Orissa at block level, to allow those working to add on information, which could facilitate better planning for rehabilitation strategies of all actors.

Here are the steps:

- Quick initial assessments
- Agreement on indicators that can go into a database
- Database on situation and also on inputs and relief and rehabilitation measures
- Tracking mechanisms to be able to see trends, and correlate them to input an actual situation
- Ensuring that the database is in place at the level, where it matters
- People are trained to use, update and feel enthused about how they are contributing to development



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- In a situation where many records have disappeared this can help to change routine MIS, and monitoring mechanisms
- MICS –II and other survey instruments
- Routine information systems
- Data consolidation
- Data sharing
- Data use
- Inter-system comparisons for consistency
- Integrating qualitative and quantitative information base

A prototype DevInfo was shared with the participants through a presentation. The highlights of the presentation were:
Provides easy access to data. It appears in a very user-friendly format.

- First of all, it contains user defined indicators (by sector, by goals, by source, by implementing agency)
- Secondly, data is given by year and month
- Thirdly data is contained by state, district and block. A further five levels are available in the software. There are ten levels in total, beginning with global. They are organized by the census data structure.

The DevInfo software contains presentation features: table, graph and maps. These presentations rely on a "table wizard". Mapping features allow for colour choice with zoom capability for the lowest level of data available. Any indicators put in can be tied to the map.

There are a number of next steps:

- Roles of government, UN Agencies, NGOs
- Core indicators for state database
- Workplans for data collection verification usage
- Comments on data quality by source

**Operational issues:**

- Installation at focal points
- Training for data entry
- Training for data use and interpretation
- Coordination of data exchange and consolidation
- Action on interventions based on measurable indicators

The system was in a prototype stage for the Government of India. The recommendations in the workshop would help put the database at the disposal of Orissa for this important programme of rehabilitation.

During the discussion, the following issues were raised on MIS

- Need for indicators on disability. *We have to decide what information we want, and we can put in anything that is relevant. But a small core group needs to agree on what the parameters are so that everyone can agree.*
- How is DevInfo different from GIS? *DevInfo builds on a market survey including Government databases. We need to provide the software free, so we used Art View, free of royalty within the UN. Issues of update and preparation for the next round of census were of concern also. This data can be exported into other data packages provided that the coding structure is the same*
- Qualitative vs quantitative data?



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- Is it used for short or medium term? Surely, this system is only good for long-term rehabilitation? *Yes it is a long-term view, but the challenge today is to show that there may be a way to use this type of technology even in a simplified short-term view. It is often tempting to present data early.*
- One problem will be the large database and matching of sources due to imperfections in data collection. *It is usually best that those involved in a survey write up issues of data quality, so that as a user you know what problems the surveyors are declaring*
- Is the software free? *The software is free but the price is the data collection*
- Is there a mechanism for making reports for a better understanding of the situation?
- The main challenge seems to be the very data to put into the system. A more efficient coordinated effort is needed. Is it possible for NGOs and other partners to have one database, to guide us on decision making? We suffer from paucity of data at the moment.
- Standardization of formats and rapid assessments. There are wide variations in standard of units, so that the nature of the sample is very clearly given to assure high reliability. We need well-done fresh surveys so that the data is accurate. *Garbage in garbage out rules in this database. This DevInfo does allow for a multiplicity of sources and can contain comments on quality by different sources.*

## 4.0 Update on the progress of Working Groups

Mr. Peter Delahaye facilitated the next session by giving a short orientation of the methodology of "Market Stalls". Each of the three groups on Habitat, Infrastructure and Livelihood had put up in the form of a market stall, the outcome of their deliberations. In addition there were stalls on Co-ordination, MIS, Media and a Family Survival Kit. Participants were requested to share and improve on the proposals from the various groups through a discussion at the market stall exhibits.

As a result of the market stalls interaction, the following conclusions emerged:

- While the themes of infrastructure, habitat, livelihood, coordination, management information systems, and response of the media were highly relevant, there were new emerging themes that needed discussion. The other themes included issues such as crafts and traditional architecture, alternative energy sources.
- Much energy went into adding to the sub-group material already presented in the market stall. Questions were added requiring clarification. Voting on issues was also conducted.

Sub-Groups were asked to address the following:

- What information is still missing under the sub-group heading?
- Prioritizing the major needs that still need to be done
- Discussion on the future course of action from today onwards
- Discussion on agreement of measurable indicators
- What would be the clear next steps

The suggestions that emerged during the interactions between the stallholders and the visitors to the "Market Stalls" are summarised below:

### Ia. INFRASTRUCTURE - Physical

- Increased use of existing cyclone shelters for short-term schools.
- School buildings to be cyclone resistance
- Why not erect shelters with straw on an immediate basis?
- Quantity, numbers, unit cost
- Toilets to encourage attendance of girls
- School sanitation and toilets.



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- Rural Connectivity
- Multipurpose shelters
- *Pucca* (concrete structure) building should be constructed on a high level to avoid flood waters (e.g. Jajpur district is in a low lying area)
- All school buildings should be *pucca* buildings.
- *Pucca* housing for all scheduled caste affected families and farmers.
- Special shelter home cum training school for orphan girl child is very much necessary for central belt.
- Cultural sensitivity
- Establish minimum standards
- Excellent multi purpose centers for less than $10,000
- Special schemes for old persons who are disabled looking into factors of mobility
- Repair and construction of Anganwadi centres
- Common buildings – schools, Anganwadi centres and cyclone shelters

**Ib. INFRASTRUCTURE – Education**

- NGO's active participation for mobilising the community, establishing a linkage system between GOO and other agencies
- Joyful learning materials
- Health education in schools.
- Orientation of teachers for disaster preparedness.
- Bridge course for non-school going children.
- Interim counselling to school students (disaster preparedness)
- Inter sectorality
- School in a box.
- Capacity building structure for education
- Community participation in school management through Village Education Committees & Panchayats.
- Functional Literacy
- Inject value systems in the mind of children to avoid social disaster during calamity.
- NGO collaboration, different network on education.
- Participatory management within the community
- Other Backward Castes girl children
- Transit home for affected students

**Ic. INFRASTRUCTURE – Child Development**

- Expansion of ICDS
- Opportunity for revamping ICDS
- Care of the young child, psycho-social support to the vulnerable, adolescent girls
- Linkages with Health and education
- Health care and counseling
- Day care for children and the vulnerable group
- Child nutrition
- Women's empowerment
- Addressing malnutrition, low birth weight and anaemia



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## Id. INFRASTRUCTURE – Child Protection

- Child trafficking and child prostitution
- Community-based foster care
- Transitional centres to prevent child labour, providing education, health, nutrition, vocational training, counseling, reintegrate children in formal schools
- Vocational training
- Link to education
- Stepping up police action to stem child trafficking
- Networking with NGOs, police and community
- Involvement of PRI
- Traumatized children
- Tenancy rights of orphans
- Streamlining procedures for foster care and adoption
- Separated children
- Security to singled out women
- Physically and mentally challenged children

## Ie. INFRASTRUCTURE – Health

- Inter-sectoral monitoring teams
- Public Education
- Geriatric health care facilities in cyclone affected districts
- Drug kits – to be rational and cost effective
- Community involvement in micro-planning
- Mobile health teams for women
- Strengthen health sub-centres
- Convergence with ICDS, Education and child protection
- Mobile laboratory facility

## II. LIVELIHOOD

**a) Livelihood-I**

- Vulnerability assessment shows an immediate need to support orphans and the aged destitutes who can not benefit from FFW.
- Marketing and cooperatives.
- The neediest of the needy to be identified during the survey (RAT) and integrate into the rehabilitation interventions
- Supply of (half) HP electric pumpsets to each family to raise kitchen gardens
- Mango, Pipal, Banyan trees should be planted and maintained for at least 5 years.
- Supply of fruit tree saplings
- Should not buy seedlings like coconut from outside. Should be raised in the same areas by the poor.
- Raising coconut seedlings takes a lot of time (more than a year). Can we wait so long?



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**b) Livelihood-II**

| Stakeholders | Responsibility |
|---|---|
| I Primary Stakeholders | Palli Sabha at village level |
| II Secondary Stakeholders | Financing agencies |

| Levels | Primary | Secondary |
|---|---|---|
| Gram Panchayat | Gram Sabha / Palli Sabha or Community Based organisation at the village level | Individuals, Nehru Yuvak Kendra, Mahila Mandals etc. |
| Block | | Youth clubs and People's organizations |

**c) Livelihood III - Operation Plans**

- Targeted feeding for older persons
- Immediate priorities
- Rice-2.5 kg, Dahl 200 gms per person
- Seeds – paddy, vegetables, fertilizers, ploughing
- Minimum wage – Rs.40 per day
- Nets & boats
- Cattle feed, fodder, shelter, dairy, poultry
- Tools: raw materials, work sheds, marketing
- Milking cows & draught cattle
- Income-generating activities for older persons who do not have any extended family support Duckery, fish culture, goat and sheep rearing for rural employment

**d) Livelihood IV – Principles**

- Individual's views to be also considered
- Government based rehabilitation package
- Right to live
- Target feeding plan for older persons including widows & families without any earning members
- Special shelters to be built for older persons displaced in the cyclone
- Dignity for older persons
- How equity is to be ensured needs to be operationalised. Identify target beneficiaries?
- How to prioritise needs? Vulnerability to be assessed objectively
- Rehabilitation should be adaptable to local needs and environment (families of older persons)

## III. HABITAT

**a) Water**

- Tube-well repair van for each block
- Mobile water-testing laboratory for each district
- Water tanker for each block
- Alternative water supply arrangement during power failure (generators/diesel pump sets) (CE, RWSS, BBSR)
- At least one deep tube-well per village on elevated platform so that it is operational and not infected during flood.
- For pumping contaminated water, around 1,500 – 20,000 hand dug wells to be treated



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**b) Housing**

- Community participation in identifying location and maintenance of cyclone shelters to give sense of ownership
- All schools must have ramps for disabled
- All community shelters must have ramps for disabled
- Use fly ash bricks in construction
- Use ferro cement products for housing
- Government/donors adopt areas in villages rather than activity
- What about multi-purpose buildings (double storied) to work as school, community center to cyclone shelter
- Where is the land for new houses for *dalits*/poor people
- In washed out places, a village plan to be developed

**c) Ecology**

- Natural resources and re-generation to be given importance for bio-diversity and conservation
- Mechanised clearing system for fallen trees
- Revival of ECP system for land and agriculture
- Ban on *gheri* system

**d) Sanitation**

- Community sanitation by natural process
- Village level drainage & sewerage system
- Village cleanliness drive including garbage disposal
- Personal hygiene – promote hand washing
- Mobile repairing van for household appliances – HUDCO to donate
- Building center - one in two blocks
- Maintenance of sanitation facilities by the community
- Home sanitation and food hygiene
- Training centers for mason, carpenters, electricians
- What about environmental sanitation? (hand, water, air)
- Sanitation implementation? Sulabh Sauchalaya inputs?
- Sanitation will be taken up
- Self labour + neighbourhood effort in setting up pour-flush latrines

## IV. MEDIA

**What is role for the media? The Media group suggestion board suggested the following:**

The consensus of opinion was that the media should play a more proactive role in highlighting the success stories following the cyclone. There was some criticism that the media has spent too much time reporting on the negative issues, and not paying enough attention to the work of government, NGOs and individual communities in tackling the problems brought by the cyclone.

**Comments included:**

- Be proactive to address issues
- Human-interest stories may be highlighted by the media, which show the endurance and tenacity of older persons during disasters.
- Positive stories, good efforts of families and individuals and organisations need to be published.



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- Highlight hard work done by government personnel (ANMs, BDOs, etc) at great personal costs. Unending negative coverage is demoralising and doesn't help anybody.
- Not to let cyclone news be pushed into the inner pages from the front page until the last person is rehabilitated.
- Keep alive the debate of disaster preparedness and lead the State to an effective disaster management plan.
- Where is HUDCO staying?
- No rumours please
- Success stories that can be easily replicated
- Reports on positive progress and on-going gaps (i.e. monitoring role as well)
- Immediate information for immediate questions
- People's own initiatives / success stories
- Right to information and access to information
- Entitlement information

The feeling seemed to be that the media could play not only a role in reporting the issues and the stories relating to rehabilitation, but act as a catalyst for change by highlighting good practice, and serve as a public service tool in providing timely and useful information for those affected by the cyclone. These seemed to be the priorities of those who responded to the subject of "What role for the media?"

## V. COORDINATION

The stall on co-ordination listed key questions and provided options for participants in the meeting to cast their vote their perceptions on the co-ordination amongst various groups viz. the government agencies, the NGOs and UN agencies. A comment was made that there was also a need to determine the level of coordination between these three broad groupings also. The results from the Co-ordination Survey are summarised in the following tables.

**Q1 In your opinion, how is the co-ordination amongst various agencies?**

| **Rating Agency** | Poor | Average | Good | Very Good | Excellent |
|---|---|---|---|---|---|
| Government | | 5 | 8 | 3 | |
| NGOs | | 10 | 7 | 2 | 1 |
| UN | | 2 | 9 | 3 | 1 |
| Overall | | 17 | 24 | 8 | 2 |

**Q2. Amongst each of the constituents, how is co-ordination in terms of geographical focus?**

| **Rating Agency** | Poor | Average | Good | Very Good | Excellent |
|---|---|---|---|---|---|
| Government | | 4 | 3 | 5 | 2 |
| NGOs | 4 | 10 | 4 | 2 | |
| UN | 2 | 2 | 11 | | 1 |
| Overall | 6 | 16 | 18 | 7 | 3 |



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**Q3 Amongst each of the constituents, how is the co-ordination in terms of content and activity?**

| **Rating Agency** | Poor | Average | Good | Very Good | Excellent |
|---|---|---|---|---|---|
| Government | | 10 | 4 | | |
| NGOs | 1 | 12 | 2 | 1 | |
| UN | 1 | 8 | 3 | 4 | 1 |
| Overall | 2 | 30 | 9 | 5 | 1 |

**Q4. Amongst each of the constituents, how is the co-ordination in terms of communication?**

| **Rating Agency** | Poor | Average | Good | Very Good | Excellent |
|---|---|---|---|---|---|
| Government | | 14 | 2 | | |
| NGOs | 1 | 4 | 11 | 2 | 2 |
| UN | | 1 | 7 | 9 | |
| Overall | 1 | 19 | 20 | 11 | 2 |

## 4.0 RECOMMENDATIONS OF THE WORKSHOP ON STRATEGIC PLANNING IN REHABILITATION

### Group work

Based on the interactions in the market stalls, the following sub-groups were constituted and participants requested to sign up for the working groups. The groups identified were:

1. Habitat
2. Livelihood
3. Infrastructure
4. Management Information System
5. Co-ordination.

The Sub groups, under these headings, were asked to address the following:

- What information is still missing under the sub-group heading?
- Prioritizing the major needs that still need to be done
- Discussion on the future course of action from today onwards
- Discussion on agreement of measurable indicators
- What would be the clear next steps

The recommendations of the sub-groups are summarised in the following section.

### I. Habitat group under three heads – Housing, WES and Ecology

**Housing**

- Community shelters – 500 cyclone shelters with drinking water, sanitation and communication facilitation at a cost of Rs. 2000 m (Rs. 4 million each); 2 upgraded high school buildings for all GPs within 15 Km from sea – 1000 such units at a cost of Rs. 4 lacs each costing a total of Rs. 400 m and multi-purpose community shelter with staircase outside at the rate of 6-7 per GP costing Rs. 2 lacs each and a total of Rs. 776 million.



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- Individual housing – 30,000 houses under the IAY with 60% of them allotted to SC/ST. Proposed to construct 5 lacs units at Rs. 22,000 each and thus Rs. 11,000 million, subsidised loan (through ORHDC) for 7,800 houses @ Rs. 30,000 each for households with monthly income of less than Rs. 2,500 per month and thus Rs. 234 million. In addition ORHDC will finance 75,000 at Rs. 35,000 each totalling Rs. 2,625 million
- A coordination cell has been opened at ORMAS for state level coordination with NGOs
- As part of the capacity building measures, a building center will be promoted in every block; low cost technology to maximum beneficiaries; vulnerable area mapping exercises to be carried out; information and extension centres to be opened by Government and NGOs; community preparedness to face calamities and up-gradation of kutcha houses with specific engineering interventions will be attempted.

**Water and Sanitation**

- Decentralization of O&M of hand pumps through 4,000 Self Employed Mechanics (SEMs) for 100,000 pumps at a cost of Rs. 11 million;
- Construction of 10,000 tube wells in accordance with relaxed norms of one tube well for 150 consumers at a cost of Rs. 600 million
- Restoration of 121 rural piped water supply systems by providing generators at Rs. 32 million
- Install 5,000 tube wells in schools and Anganwadi Centres (AWCs) at a cost of Rs. 175 million
- Promote the model village concept for integrated water and sanitation facilities in 500 villages at a cost of Rs. 1 million
- Support teacher training programme on hygiene education at a cost of Rs. 30 million for 10,000 teachers
- Provide sanitation and water facilities to primary schools, Anganwadi centres and PHCs
- Provide 5 lakh individual household toilets at Rs. 550 each at a total of Rs. 275 million.

**Ecology**

- Coastal shelter belt plantation for 18,000 hectares at Rs. 72,000 crores in 3 years
- Revive the mangrove forest over an area of 25,000 hectares at Rs. 250 million every year
- Village plantation – 150 m trees to be planted in the villages at Rs. 2.50 per plant
- City plantation of 1million trees in Bhubaneswar, Berhampur and Cuttack at Rs. 700 per tree

In summary the resource requirements for the Habitat sector are:

| Sector | Resource needed | Resource Available | Gap |
|---|---|---|---|
| Housing | Rs 17,056 m | Rs. 9,175 m | Rs. 7881 m |
| WATSAN | Rs. 2660 m | Rs. 7895 m | Rs. 1870 m |
| Ecology | Rs. 1315 m | Rs. 440 m | Rs. 875 m |

## II. INFRASTRUCTURE

The members of the group made the following recommendations

- Planning and implementation to be decentralised from state to district level with Collector as nodal point for better coordination
- Information sharing between Government, NGOs and other partners
- Assessment of requirement by each sector, quantify them, source the funds
- Inter-sectoral sharing of information and monitoring at district and state levels through a standardized format



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- Identify nodal department in the government for collection of data and standardization of formats
- Database on extent of damage to service institutions e.g. Schools, PHC, ICDS, training institutions and special schools etc
- Clarity on role of Government and NGOs
- Information on standard cyclone shelters
- Shelter for (a) individual and (b)community
- Equip the short term centers with rehabilitation materials – school kits, etc.
- Information on vulnerable groups (children with single parents/no parents, adolescent girls)
- Food
- Health & Education
- Preventive measures to stop trafficking of children and other vulnerable groups
- Restoration of irrigation system, road network, communication system
- Multipurpose communication system at panchayat level
- Transit homes for vulnerable groups
- Disaster preparedness programme with the community
- Post trauma stress counseling
- Mapping of geographical areas to find out who is doing what to avoid duplication
- Priority areas – short term and long term (see table below)

| Priority Areas | Short Term | Long Term |
|---|---|---|
| Education | • Temporary schools<br>• Multi purpose village centres<br>• Education kits | • School buildings |
| Health | • Mobile heath centers<br>• Outreach services<br>• IEC activities<br>• Counseling<br>• Strengthening existing ICDS to provide nutritional supplement<br>• Immediate programme for children and pregnant women in non-ICDS areas<br>• Psycho-social support to children and women at-risk and the elderly | • Construction of PHCs, Health facilities and quarters<br>• Expansion of ICDS to non-ICDS areas |
| Child protection | • Community-based rehabilitation for orphaned, single parent and destitute children<br>• Police, NGO and community network for prevention of child abuse and trafficking | • Integrated of orphaned children and destitute women Community-based rehabilitation for orphaned, single parent and destitute children Community-based rehabilitation for orphaned, single parent and destitute children<br>• |
| Shelter | • Develop cyclone resistant (cost effective) houses<br>• Transit houses | • Multi-purpose shelter centers (preferably public institutional buildings like |



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| | | |
|---|---|---|
| | | schools etc) |

## III. LIVELIHOOD

*Strategic Info Gap*

- Micro-studies to supplement FAO Assessment gaps
- Use FAO Assessment to start interventions
- Government, NGOs/UN Agencies and Bilaterals - clearly indicate the commitments: resources, work done, work planned

*Prioritization*

**Critical Focus Groups**

SC/ST specially targeted along with BPL Beneficiaries

(X) Farmers and Agricultural Labourers, Cattle Breeders, Fishermen, Plantation Workers/Orchard Growers

(Y) Artisans (Handicraftsmen), Construction workers, Non-construction workers, Small-Scale/Cottage Industries, Petty Vendors

(Z) Food security and special groups

*Prioritisation for 'X'*

**Agriculture**

- Repair (minor not major renovation as far as possible) of Irrigation Canals
- Provision of 100,000 shallow Tube wells/repair of Tube wells
- Repair of Diesel and Electric pump sets
- Provision of seeds especially (a) Groundnuts (b) Paddy seed especially 'truthfully labeled paddy seed' (c) Vegetable seeds including vegetables certified and open pollinated
- Provision of agricultural implements
- Replacement of draught power
- Tractors and power-tillers available for 6-8 months on hire

**Animal Husbandry**

- Provision of additional fodder
- Replacement of cattle especially local cows and buffaloes as well as Haryana bulls
- NDDB pattern of long-term replacement of cattle

**Fisheries**

- Subsidy and loan for replacement of boats and fishing nets
- Provision of working capital
- Provision of fish seed
- Restoration of seed farms

**Horticulture**

- Provision of seeds by Government
- Village nurseries by community - buy back arrangement
- Provision of vegetable kitchen garden inputs to families
- Quick supplementary strategies: Mushrooms, floriculture, medicinal and aromatic plants and spices

**Goats/Sheep/Poultry**

- Targeting of poorest of the poor subsidy component
- Provision of feed



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- Marketing assistance

*Prioritisation of 'Y'*

**Artisans/Non-Construction Workers/Small Scale Cottage Units**

- Repair/replacement of worksheds - All India Handicrafts Board/HUDCO Scheme
- UN Agencies/NGOs - pick up a small percentage of beneficiary contribution
- Provision Term/WC loans with a component of subsidy
- Provision of tool-kits
- Provision of Tug to additional beneficiaries - deprived from immediate livelihood
- Provision of marketing assistance

**Construction Workers**

- Tie-up with Shelter Reconstruction and Public Works
- Tool kits
- Provision of training – Crafts, supervisors, petty contractors
- Designs and safety inputs
- Recovery of loans through community support.
- SIDBI support equity to NGO, Orissa, Fin Corp, Rashtriya Mahila Kosh, RRBs

*Prioritisation of 'Z'*

- PDS delivery system
- FFW commitment
- Public works to start within the week
- Additional licensing of dealers

## ACTION PLAN

- Sharing of data and assessments through DevInfo
- Delineating commitments from Government, NGOs, UN Agencies/Bilaterals with reference to resources, geographic and activities coverage.
- Strengthening linkages between the three major players through UN House
- Block level setting up Rural Training, Enterprise and Marketing centres
- Rural-Urban slum continuum focus
- Monitoring
- Concurrent evaluation
- Periodic reviews

## INDICATORS

- Getting the affected persons back to their original livelihood mid-term

| | |
|---|---|
| - Growing crops | sowed area |
| - Rearing animals | milk yield |
| - Bringing in fish | volume of fish sale |

- Level of indebtedness of affected population including sale of productive assets and mortgage of land
- Supplementation of income through income-supplementation activities



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**Reporting mechanism Fortnightly/Monthly**

A. Gram Panchayat/Urban local body level by Government Departments/NGOs/Other Agencies
B. District Collector
C. UN House Coordination Centre

## IV. Management Information System

The group discussed the MIS needs for the Rehabilitation programme and made the following recommendations:

- DevInfo as the Database for monitoring and tracking Rehabilitation phase
- Discussion on the levels within the database - need for adding Tehsil, Revenue Inspector, Gram Panchayat as well as Settlements
- Identified BDO and collectors as the focal point for monitoring
- Need to include areas which are people-oriented and infrastructure-oriented
- People oriented programmes such as Health, Education, ICDS, PDS, Special institutions, NGOs, Credit etc.
- Infrastructure related issues including roads, schools, public institutions, agriculture, agricultural processes
- Other standard items related to demography, populations
- Use CCA indicators as a common starting point
- Indicators for various schemes such as JRY, JJSY, SJSY, Million wells scheme, IMY etc.
- An example for indicators was attempted by the group for Irrigation sector and the indicators suggested included : (a) number of lift irrigation points, (b) % which are functional and non-functional, (c) % with damaged head, (d) % with damaged channel and pipes (e) % with electricity problems, (f) % with hectares under rabi last year back into cultivation in the current season and (g) % households unable to pay for lift irrigation.
- The next steps recommended by the group were : (a) Establish a monitoring cell at state/district; (b) A workshop to identify indicators and prioritize them (c) Guidelines to BDO/Collector for data to create the initial database (d) Workshop of database users/administrators (e) Capacity building at district level (f) Routines for data consolidation, sharing and data communication (g) Feedback mechanisms (h) Finalise a tool for collecting information on all indicators when indicators are final (i) Agree on periodic verifications through similar surveys (j) Conduct the surveys, integrate information from these in the database

## V. COORDINATION

- Coordination is the essence of better management and success
- Felt need for coordination at (a) State (b) District (c) Block (d) Gram Panchayat (e) Agencies, with information flow from the UNDMT meeting, New Delhi to the State Government. (Principal Resident Commissioner of GOO, Delhi may attend the UNDMT meeting in Delhi once a fortnight)

- State level coordination will play a ***facilitating*** role in:
  - flow of action plan to district and block
  - resource mobilisation
  - policy level issues at State and GOI level
  - coordination at district level
  - decision on who would do what and where upto district level
  - frequency – once a week (Wednesday)



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- participation – all heads of organisations, State Government and District Coordinator

- District level coordination will play an ***operational*** role in
  - Assessment of needs
  - Prioritisation of needs
  - Efforts to meet unmet needs
  - Distribution system – area-wise coverage
  - Develop interventions
  - Solve implementation hurdles
  - Frequency – once a week (Monday)
  - Participation – all leading stakeholders and Block level Coordinator

- Block level coordination ***(action-oriented)***
  - Review of action points agreed in the last meeting
  - Highlight key achievements
  - Outline work currently in progress by various partners
  - Identify new needs and priorities
  - Execution of work
  - Examine geographical areas and map them out; identify gaps and plan for coverage
  - Facilitate in reaching agreement between partners on what they will be doing
  - Information gathering on activities and share the same with the district
  - For chairing of coordination meetings, identify lead coordinating agency at district/block level. Venue should preferably be outside the Govt. premises
  - Strict adherence to time, date and place to maintain continuity
  - Agenda to be shared with the participants and report of the meeting to be prepared
  - Participation - a must - by all working agencies + block level officials
  - Frequency - once a week (Friday)
  - Identify ground rules with clear objectives for district and block level coordination
  - Coordination should be more formal and binding on everybody
  - Rotate leadership for coordination
  - Nodal agencies for district level will be decided in a state level meeting
  - Coordination meeting may be held at panchayat level if required
  - Establish coordination contact with one level above and one level below
  - Adopt a mission mode for the rehab. phase

## 6.0 Closing Session - Presentations by differing stakeholders

Mr. John Gwynn opened the session stating that during this session a number of perspectives from key voices would be shared. These would include inputs from the District collectors, Corporate sectors, NGOs and the State Government's perspective.

**(i) Corporate sector perspective** - Mr. David Friedman, Ford India– Industry needed to be represented in greater numbers in a meeting of this nature. This was a good start, keeping the customer orientation uppermost in our minds, there was a need for a two-way traffic – we were still thinking of a mode of government which would "always tell us, must tell us" what needed to be done etc. instead of suggesting and making recommendations to the government. Results and monitoring of the results were critical. Cyclones would come again, the test of our strategy was how to move forward in such a way that next time around the community would be better prepared.



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**(ii) District Collector's perspective** - Mr. R Balakrishnan , District Collector of Jajpur – The District would be the nodal agency for coordination; BDOs, Tehsildars had done their best. Interventions that come should not in any way undermine the existing institutions and leadership at the critical levels – BDOs and Tehsildars. During the rehabilitation phase, agencies start prioritising their areas of comparative strength and prioritise them. There was a need to ensure that the type of assistance was uniform and did not lead to disparities and further problems in the community. Some of the local initiatives such as vegetable growing etc. ; there was a need for ensuring timely help and not late and delayed help; there was a need to strengthen district emergency office.

**(iii) NGO perspective** – Mr. R K Sarangi, Coordinator, Orissa Disaster Mitigation Mission speaking on behalf of the NGOs, remarked that all of us need to recognize the community as the basic unit for all activities, who are primary stakeholders; our efforts needed to follow sustainable development practices, work for equitable society and must maintain transparency and accountability at all stages. Self-reliance should be promoted and programme interventions should follow a rights-based approach where people would not be treated as customers and beneficiaries. Greater focus was needed on the vulnerable including women and children, The food for work programme needed to be initiated without any further delay and public health awareness building had to be a critical input to ensure that the environmental degradation did not lead to major health hazards. People's disaster preparedness plans had to be an integral part to our work and there was a need to declare Orissa super cyclone as a national calamity. Further, Mr. Sarangi felt that there was a need to formalize the coordination and working methods in order to ensure that all agencies and secondary stakeholders could clearly identify their commitment and role.

**(iv) European Commission Humanitarian Office (ECHO) perspective** - Mr. Jose Felix Merladet, Counselor, European Union Delegation of European Commission in India, European Commission Humanitarian Office (ECHO) informed the participants of their work. For the relief operations, the first tranche of Rs. 9 crores had been released to NGOs; for the medium term rehabilitation the second tranche of Rs 20 crores to NGOs were being considered. The third tranche would be released for long term rehabilitation efforts directly to the Government of India. ECHO would be preparing a Disaster Preparedness Plan based on the Andhra Pradesh experience implemented through OXFAM. The issue of sustainability had to be addressed e.g. there should be ownership of shelters by community so that maintenance and upkeep was taken care of by them.

Mr. Murali Dharan informed the group that the State Level Task Force would be reviewing the workshop report and recommendations for initiating appropriate action. He stressed the need to actively involve and District Collectors and Block Development Officers to strengthen coordination at district and block levels.

## 7.0 Concluding remarks by Mr. S B Mishra, Chief Secretary, Government of Orissa

The Chief Secretary in his concluding remarks noted that there was a need to rebuild the confidence and psyche of the affected people. In order to avoid over-dependence on Government, the self-help process needed to be initiated and institutionalised immediately. People's involvement should be maximized in reconstruction programme with NGO partnership whose bonafide have been fully established in Orissa.

An innovative processes had been initiated in planning village sanitation, new designing of houses e.g. in Ersama block; the Nehru Yuva Kendra (NYK) volunteers under the guidance of Mr. Saroj Jha, Additional Relief Commissioner were in the process of developing a model block plan. This had the potential for replication in other blocks. Telecom facility, road network, agriculture, drainage, environment, plantations, awareness generation, etc. needed to be addressed.



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The Rehabilitation Groups should come up with a blue print Plan of Operations to help in finalisation of the terms of reference for the Reconstruction Authority to be set up at state level. He complemented the participants for the very hard and productive work that they had done to provide the initial draft for such a blue print.

The Chief Secretary also accepted the suggestion of by Mr. M Murali Dharan for the establishment of a Task Force to review the recommendations from the workshop report, and for bringing about a stronger coordination mechanism at District and Block levels. He assured the participants that a Task Force would be established to examine the recommendations.

## 8.0 Vote of Thanks

The workshop ended with a vote of thanks by Dr. Gayatri Singh, Programme Officer, Child Development & Nutrition , UN House, Bhubaneswar



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**Annexe - I**

## Family Relief Kits (FRKs), suggestions

- How much per kit? When will it reach the people?
- Tool: ½ H.P. electric pump set should be supplied to the cyclone affected farmers for the kitchen garden by which the female members of those families can grow vegetables. Secondly proper use of electricity at low cost and family engagement activities
- A container (box) for storage
- Cooking stoves with kerosene oil
- Baby food for seven days
- Mosquito nets
- Small First-aid kit
- Rubber slippers
- Kits to be arranged based on the need of each family
- Collapsible plastic water container – 2 per family
- One mirror for each family
- Few notebooks/slates/pencils/toys
- Large container 2 (one for rice, one for water)
- Sleeping mat
- *Salwar kameez* for adolescent girls
- Earthen pitcher and plastic jerry can for storing water and chlorinating water (halogen tabs should be used in aluminium vessels)

**Family Relief Kit (Proposed)**

| Sl. No. | Item Description | Qty. per kit | REMARKS |
|---|---|---|---|
| 1 | Plate, 22cm dia, deep type, stainless steel 26-28G | 2 ea | • ✓ Good – bigger size req. |
| 2 | Cooking karhai, 10" to 12", aluminium, 1.4. mm thick | 1 ea | ✓x poisonous<br>• Bigger size required |
| 3 | Cooking vessel with lid – Pot shaped, 6 lit. capacity, aluminium, 1.2-1.4 mm thick, frosted finish | 1 ea | ✓ Metallic vessels should not displace pottery livelihood in next 3 years<br>x poisonous<br>• Bigger size required |
| 4 | Round ladle (Karchi), stainless steel, 31/2" dia x 12" handle | 1 ea | ✓ Good |
| 5 | Plastic bucket with lid, 20 lit. capacity, 300mm dia, Approx. made from HDPE virgin material | 1 ea | ✓ x why not terracotta?<br>Good |
| 6 | G.I. bucket, 11-13 lit. capacity, 2 kg weight | 1 ea | • Better than No.5 Good |
| 7 | Curved knife, Boot, blade size 4"-5" | 1 ea | X Good |
| 8 | Wool blend blankets (min. 30% wool, woven), minimum size: 52" x 80", approx. weight 1,200-1,400 gms | 1 ea | ✓ Mixed with what? Good |
| 9 | Plastic mug, 1 lit. capacity, made from HDPE virgin material | 1 ea | ✓ x Give GI/steel mug |



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| | | | |
|---|---|---|---|
| 10 | Tarpaulin HDPE/PP woven, 120 gsm, both sides laminated plastic sheet, size 15 ft x 12 ft heat sealed all ends with 14 nos. eyelets/loops | 1 ea | ? Give two pieces |
| 11 | Gents dhoti, cotton (100% poly), approx. size:100cm x 4.1 mtr. | 2 ea | ✓ May add one lungi |
| 12 | Cotton gamcha, approx. size 1.5 m x 0.5 m | 2 ea | ✓ okay |
| 13 | Saree, cotton, 5 m x 1.05m | 2 ea | ✓ okay one saree should be synthetic, of dark colour |
| 14 | Chlorine tablets, 40 mg chlorine content, 500 mg tablet for 15-20 litre water | 30 tablets | ✓ okay |
| 15 | ORS, 27.9g sachet, as per WHO specifications | 5 sachets | ✓ okay |
| 16 | HDPE/PP rope, 8-10mm dia., 10m length | 10 mtr | ✓ add thinner HDPE rope – 20 m and 20 coconut ropes |
| 17 | Small Hurricane lamp (with glass), with adjustable wick | 1 ea | • ✓ Rather one glass lamp with chimney x 2 Okay |
| 18 | Candles, 200gms each packed | 6 pkts | ✓ okay |
| 19 | Matches (1 pkt of 10 boxes) | 1 box | ✓ okay |
| 20 | Washing soap bar, 200 gm | 1 bar | • No toilet soap?<br>• Soap must be two types for bathing and cloth washing. Each should be 5 pieces. Mosquito nets atleast a pair<br>1 bathing soap okay |
| 21 | T.shirt with long sleeves and long pants (with elastic or dori (for children less than 5 yrs. Age – size 18"-24") | 1 ea | ✓ Shirts or half pants<br>• Okay |
| 22 | T.shirt with long sleeves and long pants (with elastic or dori (for children above 5 yrs. Age – size 25"-30") | 1 ea | ✓ Add banians (vests)<br>• Okay |
| 23 | Spoon, Jhari, stainless steel, perforated, 12" ladle, dia 4", 18 g | 1 ea | ✓ |
| 24 | Stainless steel katori – 31/2"-4" dia, 26-28g | 2 ea | ✓ |
| 25 | Stainless steel glasses, 250 ml 26-28gm | 2 ea | ✓ |
| 26 | Without sleeves Acrylic Sweater for children, size 18"-24" | 1 ea | ✓ |
| 27 | Without sleeves Acrylic Sweater for children, size 25"-30" | 1 ea | ✓ |
| 28 | Loongi, cotton, approx. 120cm x 180 cm | 1 ea | ✓ |
| 29 | Half sleeved T-shirt with long cotton skirt for girls above 15 yrs | 1 pair | Cotton will be preferred |



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**ANNEXE - II**

## ORISSA SUPER CYCLONE

# AGENDA

## STATE LEVEL WORKSHOP ON
## STRATEGIC PLANNING IN REHABILITATION
**ON SATURDAY, 11 DECEMBER 1999**

## ORGANISED BY THE GOVERNMENT OF ORISSA IN COLLABORATION WITH THE UNITED NATIONS, BHUBANESWAR

***VENUE:*** ***HOTEL SISHMO, BHUBANESWAR***
*(86/A-1, Gautam Nagar, Bhubaneswar 751 014*
Orissa, India
*Ph: 433600-605 Fax: 433351)*

### *EXPECTED OUTCOMES*

- *Finalisation of Recommendations made by the three Working Groups viz. (a) Livelihood, (b) Habitat and (c) Infrastructure*
- *A Rehabilitation Plan with clear geographical focus and prioritisation of interventions*
- *Review of existing coordination mechanisms and recommendations for improvements*
- *Reporting mechanisms with measurable indicators*

### INAUGURAL SESSION

0900 - 0905 hrs **Welcome and Introduction**

Mr. M. Murali Dharan, Chief, UN House, Bhubaneswar

0905 - 0915 hrs **Strategic Planning in Rehabilitation in Orissa : Emerging scenario**

Mr. T. Ramachandru IAS, Special Secretary to Chief Minister, Govt. of Orissa

0915 - 0930 hrs **Inaugural Address**

Mr. S.B. Mishra IAS, Chief Secretary, Govt. of Orissa

0930 – 0935 hrs **Vote of Thanks**

Mr R K Sarangi, Coordinator, Orissa Disaster Mitigation Mission, Bhubaneswar



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0935 - 0945 hrs **COFFEE BREAK**

## PRE-LUNCH SESSION

0945 - 1000 hrs **Relief to Rehabilitation: A Transition**

Mr. John Gwynn, National Director, OXFAM (India) Trust,
New Delhi

1000 - 1100 hrs **Management Information System**

Dr. L.N. Balaji, Chief, Strategic Planning, Monitoring & Evaluation, UNICEF, New Delhi

**Demonstration of Dev Info Software**

Mr. Kris Oswalt, Community Systems Foundation

1100 - 1300 hrs **Market Stalls of Working Groups**

1. Livelihood 2. Habitat 3. Infrastructure
4. Coordination 5. Management Information Systems
6. Role of Media 7. Others

Facilitator: Mr. Peter Delahaye, Deputy Director (Operations), UNICEF, New Delhi

1300 - 1400 hrs **LUNCH BREAK**

## POST-LUNCH SESSION

1400 - 1500 hrs **Group Session (separate meetings for each group – co-facilitators to take charge)**

**Rehabilitation Strategy: Emerging issues & recommendations**

- What strategic information is still missing?
- Prioritisation of needs
- Mapping the future course – what, where, when and how?
- Reporting mechanisms with measurable indicators
- Clear next steps/action plan

1500 - 1600 hrs **Plenary: Presentation of Working Group Reports**
Chairperson: Mr. B.K. Patnaik, IAS, Commissioner Cum Secretary, Forest & Environment Department, Government of Orissa



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## CONCLUDING SESSION

1600 - 1730 hrs **Orissa Rehabilitation Plan**

Chairperson: Mr. John Gwynn

**Summing up of Recommendations**

Mr. B.K. Patnaik, IAS, Commissioner Cum Secretary, Forest & Environment Department, Government of Orissa

Mr. David Friedman, Vice-President, Finance, Ford India Ltd., Tamil Nadu

Mr. R Balakrishnan IAS, District Collectors' perspective

NGOs' perspective

**Government of Orissa's Plan of Action:**

Mr. S.B Mishra IAS. Chief Secretary, Govt of Orissa

**Vote of Thanks**

Dr. Gayatri Singh, Programme Officer, UN House, Bhubaneswar



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Annexe - III

STRATEGIC PLANNING IN REHABILITATION – 11 DECEMBER 1999

LIST OF PARTICIPANTS

| Sl. No. | NAME OF PARTICIPANT | DESIGNATION | ADDRESS | SIGNATURE |
|---|---|---|---|---|
| 1 | ALEX JOSEPH | MANAGER | EFICOR | [illegible] |
| 2 | D. KENNEDY | MANAGER | EFICOR | [illegible] |
| 3 | [illegible] | DIRECTOR OF PROGRAMMES. | HELPAGE INDIA | [illegible] |
| 4 | S. [illegible] | HELPAGE/NYSDO | N-2/152 IRC Village BBSR | [illegible] |
| 5 | Kwan. U Klarstrup | CONCERN | Plot 4 Ashok Nagar | [illegible] |
| 6 | NIRMOHANANDA ACHARYA AVADHUTA | AMURT | Tel 552675 | [illegible] |
| 7 | M. MURALIDHARAN | STATE REPRESENTATIVE | UNICEF BHUBANESWAR | [illegible] |
| 8 | [illegible] | [illegible] | [illegible] | [illegible] |
| 9 | R. [illegible] | DDK | DDK BBSR | [illegible] |
| 10 | N. [illegible] | DDK | DDK BBSR | [illegible] |
| 11 | P. Nayak | DDK | DDK BBSR | P. Nayak |
| 12 | R. [illegible] | DDK BBSR | DDK BBSR | [illegible] |
| 13 | R. K. RAY | Nodal Officer Communication | DTE-21 | [illegible] |
| 14 | P. Delahaye | Deputy Dir. PDG-L UNICEF | 73 Lodi Estate Delhi | [illegible] |
| 15 | Patrick Howard | RED CROSS | [illegible] | [illegible] |
| 16 | Richard H. Young | UNICEF | 73 Lodi Gardens New Delhi | [illegible] |
| 17 | [illegible] | RH OR[illegible] | AHA[illegible] | [illegible] |
| 18 | [illegible] Kr. Das | Co-ordinator NBRD | N-1/321, IRC VILL BBSR | [illegible] |
| 19 | [illegible] Khare | Senior Officer Development Finance | HDFC Ltd. Mumbai/ Bhubaneshwar | [illegible] |
| | | | | |



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| Sl. No. | NAME OF PARTICIPANT | DESIGNATION | ADDRESS | SIGNATURE |
|---|---|---|---|---|
| 20 | N. K. Mohan | [illegible] | DDK | |
| 21 | REV L. ROSHYMA | AREA DIRECTOR | Dehradun | |
| 22 | A. B. N. Mohanty | Consultant | NRMPO ISDO | |
| 23 | S.K. Bandyopadhyay | FAO | FAO - [illegible] | |
| 24 | R. BALAKRISHNAN | Collector, Jajpur | Jajpur | |
| 25 | J. Morrison Lof | CPA | ISNRMPO | |
| 26 | HS Anand | ILO | I. Habitat Centre Delhi | |
| 27 | Dr J K Sahu | Ex. DHS | PS/U. DFID | |
| 28 | Dr Balaji LN | Chief SPME | UNICEF ND | |
| 29 | KS Oswal ACT | DIRECTOR | CSF | |
| 30 | A K Mohapatra | PD WFP | [illegible] School [illegible] | |
| 31 | E. CARWARDINE | UNICEF | UNICEF BBSR | |
| 32 | LOPAMUDRA TRIPATHY | DRDA- UNICEF | C/o PD DRDA PURI | |
| 33 | MARY TODD | ~~[illegible]~~ CHRISTIAN AID | PO BOX 100 London SE1 7RT | |
| 34 | Afsar H. Jafri | Navdanya | A-60, Hauz Khas [illegible] | |
| 35 | D. K. Asthana | UNICEF | UNICEF PAS | |
| 36 | DAVID FRIEDMAN | V. P. | FORD INDIA | |
| 37 | SMRUTI ARVIND | PO | ActionAid Bbsr. | |
| 38 | Ajit Kumar Tripathy | Principal Sec. Labour | VIP-3, Unit 3 Bhubaneswar | |
| 39 | S.B Saha | Project Manager | 372 Saheed Nagar Bbsr | |
| 40 | Anna de Roos | ECHO SOUTH ASIA | EC Delegation Dhaka | |



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| Sl. No. | NAME OF PARTICIPANT | DESIGNATION | ADDRESS | SIGNATURE |
|---|---|---|---|---|
| 41 | L.N. BARIL | B. Consultant DFID/BBSR | ST. Ford Pd | [illegible] |
| 42 | S. DDHANTA DAS | Government Training (NSS Coordination Off.) | 117/ HP Tagore Nagar | [illegible] |
| 43 | Jon Gwynn | OXFAM | Oxfam Delhi | [illegible] |
| 44 | B. C. Mohanty | C.E.C.D.M. | BBSR | [illegible] |
| 45 | R. David Boyu | P.O. Caritas India | [illegible] | [illegible] |
| 46 | K. G. MaBaikunty | LWS (1) | Plot-No. 475(P) | [illegible] |
| 47 | P.J. Banerjee | LWS (1) | Calcutta | [illegible] |
| 48 | V. K Panda | Secretary | AID INDIA | [illegible] |
| 49 | P. J. SURYANARAYAN | M D, OCC | Bhubaneswar | [illegible] |
| 50 | P. K. Mohapatra | [illegible] | [illegible] NRMPC | [illegible] |
| 51 | [illegible] Kumar | CGM [illegible] | Salyanar [illegible] | [illegible] |
| 52 | [illegible] | [illegible] |  | [illegible] |
| 53 | DR P.C. Das | Dy Director SLI | State Labour Institute | [illegible] |
| 54 |  |  |  |  |
| 55 | [illegible] | Technical Director [illegible] | [illegible] | [illegible] |
| 56 | S. SRINIVASAN, IAS | RDC (CD) | CTK | [illegible] 12/99 |
| 57 | S. K. JHA | HMC Representative Orissa | A4, VIP Area, Nayapalli | [illegible] 11/99 |
| 58 | MAHENDRA [illegible] | FACE ORISSA | [illegible] | [illegible] |
| 59 | Pradip Pradhan | FACE | -do- | [illegible] |
| 60 | S K Ghosal | CERWSS | Govt. of Orissa | [illegible] |
| 61 | [illegible] | [illegible] | [illegible] | [illegible] |
| 62 | Rajan Mohanty | CARE P.A. | CARE | [illegible] |
| 63 | Prof. A. Hans | [illegible] | [illegible] | [illegible] |



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| Sl. No. | Name of Participant | Designation and address | Signature |
|---|---|---|---|
| 64 | JONATHAN ROUT | C. A. S. A. Bhubaneswar | [illegible] |
| 65 | R K Sarangi | Co-ordinator ODMM | [illegible] |
| 66 | [illegible] | [illegible] | [illegible] |
| 67 | [illegible] | " | [illegible] |
| 68 | Pradip | " | [illegible] |
| 69 | [illegible] | Secy. [illegible] / ODMM | [illegible] |
| 70 | Bijoy [illegible] | Indian Express | [illegible] |
| 71 | P Jawahar | Indian Express | [illegible] |
| 72 | D. C. MISRA, IAS | Head of Faculty NDMI GAA | [illegible] |
| 73 | SRIRAMAPPA | OXFAM | [illegible] |
| 74 | Md. N. Amin | ODMM | [illegible] |
| 75 | K. Gopalan | Director, CARE | [illegible] |
| 76 | ASHOK TRIPATHY | SECY, SCHOOL AND MASS EDUCATION Orissa | [illegible] |
| 77 | Mahashweta Dayal | Consultant (Socio - Dev Sector) | [illegible] |
| 78 | [illegible] PATNAIK | Director - NC / ODMM. | [illegible] |
| 79 | Dilip Mohanty | Director, Social welfare Orissa | [illegible] |
| 80 | H. S. SETHI | Director (CRMER) | [illegible] |
| 81 | Parag Gupta, IAS | Labour Commissioner | [illegible] |
| 82 | Bepin bihari Nayak | Sri Jagannath Rural Dev. organisation (SRDO) At. [illegible] Po. [illegible] Dt. Jajpur 755 [illegible] | [illegible] |
| 83 | Prafulla Kr. Rout | Secretary, SARBODAYA VIKASH SAMITI At. Rajagurbasudeipur, PO. Balikuchi, Dist-Khurda, Orissa 752100 | [illegible] |
| 84 | Jatin Das | Artist | [illegible] |



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| Sl. No. | NAME OF PARTICIPANT | DESIGNATION | ADDRESS | SIGNATURE |
|---|---|---|---|---|
| 85 | BIJOY MOHAPATRA | ODMAS | A-8 [illegible] | [illegible] |
| 86 | B. P. Pattnaik | Secy, INSEF. Convenor ODMRC | [illegible] Nagar Bhubaneswar | [illegible] |
| 87 | Dr. S. PANDA. | Dy. Dir. HORT. ORISSA. | Udyan Bhawan Nayapalli BBSR | [illegible] |
| 88 | Bijay Mishra | [illegible] | [illegible] | [illegible] |
| 89 | E Desa | Director | NIO, GOA. | E Desa |
| 90 | George Aelion | ADVISOR | Delhi WFP | [illegible] |
| 91 | DN Rao | [illegible] Coordr | XIM, B | DNRao |
| 92 | ASHOK HANS | V. P. | SMRC B | [illegible] |
| 93 | Neera M Singh | Vasundhara/ ODMM | Gajapati Nagar BBSR | [illegible] |
| 94 | Anand Wilson | T.A. [illegible] | [illegible] Nagar | [illegible] |
| 95 | G V V SARMA | Director, Spl Prg | PR Dept | [illegible] |
| 96 | S.C. Patnaik | Agriculturist | Agril. deptt | [illegible] |
| 97 | J. N. Panda | Addl. SD.A (Ext) | Agril. Deptt | [illegible] |
| 98 | Ashish Nanda | Secretary | Vikash | [illegible] |
| 99 | B. JASH | CASA | BBSR | [illegible] |
| 100 | B. Thomas | CASA | BBSR | [illegible] |
| 101 | P.K. Bhuyan | M.D, OAIC Ltd, BBSR | | [illegible] |
| 102 | H. [illegible] | Project coordr | Red Cross | [illegible] |
| 103 | Dr C. [illegible] | Director | CARE | [illegible] |
| 104 | M P K Rath | Member | ODMM | [illegible] |
| 105 | Chittaranjan Panda. | Dharitri. | Rasulgarh BBSR | [illegible] |
| 106 | TAPAN K. PADHI | Media Coordinator OXFAM | 424, [illegible] | Tapan |



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| | Name | Designation | Address | Signature |
|---|---|---|---|---|
| 107 | Rabindra Kumar Parida | Member ODMRC | | [illegible] |
| 108 | Ashok Kumar Lahu. | Manager [illegible] | | [illegible] |
| 109 | SASANTA SWAIN | Staff of World Vision | K/6. Kalpana BJB Nagar Bhubaneswar | [illegible] |
| 110 | Rabinarayan Tripathy | INSEF staff | | |
| 111 | A.K. Mohanty | WFP | ODMRC | [illegible] |
| | ~~JATIN DAS~~ | | | [illegible] |
| 112 | Sunanda Tripathy | Joint Secy CRAIC. | At - Uttara - Sashan Kaushalyaganj Bhubaneswar 751002 Tel Ph. No - 590300 | Tripathy |
| 113 | Mr. S.B. Mishra | Chief Secretary Govt. of Orissa | Govt. of Orissa Bhubaneswar | |
| 114 | Mr. T. Ramachandru | Spl Secretary to Chief Minister Govt. of Orissa | Govt. of Orissa Bhubaneswar | |
| 115 | Mr. B.K. Pattnaik | Commissioner & Secretary, Deptt of Forest & Environment | Govt of Orissa Bhubaneswar | |



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| Sl. No. | NAME OF PARTICIPANT | DESIGNATION | ADDRESS | SIGNATURE |
|---|---|---|---|---|
| 116 | Shiji Joseph | Programme Adviser HelpAge India | Hotel [illegible] Bhubaneswar | [signature] |
| 117 | S. B. DAS. | Programme Adviser. | HelpAge India C-14 [illegible] New Delhi | [signature] |
| 118 | P. K. Panigrahi | | SAMBAD | |
| 119 | Subash Chandra Panda | Regional AWAKE Director | HOTEL KENILWORTH / AWAKE Bhubaneswar | [signature] |
| 120 | Jayalakshmi Chatterjee | UNICEF, B'NESWOR | 253, FOREST PARK, BBSR | J Chatterjee |
| 121 | Kala Parthasarathi | UNICEF B'NESWOR | 253, FOREST PARK, BBSR | K.P. |
| 122 | P.T. Seshadri | " | " | PTS |
| 123 | S.P. Vohra | UNICEF New Delhi | " | SPV |
| 124 | S.S. Alam | " " | " | " |
| 125 | P. PATJOSHI | UNICEF, B'NESWAR | " | — |



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# Orissa Super Cyclone: State Level Workshop on Strategic Planning in Rehabilitation 106 Critical Inputs For Rehabilitation And Development

## 1. Infrastructure

**1.1. Physical**

1. Immediate construction of fully-damaged school buildings based on cyclone-resistant and child friendly design
2. Immediate construction of fully-damaged Anganwadi centers based on cyclone-resistant design
3. Identify locations based on scientific studies for construction of multi-purpose cyclone-shelters cum school complexes and construction of such buildings
4. All public institutions to have minimum sanitation facilities
5. Special Shelter Homes to be constructed in all the villages for women, children and destitute at risk
6. Connectivity to all cyclone-prone villages/ Panchayats / Blocks
7. Immediate construction/reconstruction of cyclone-proof health sub-centers and PHCs.

**1.2 Education**

1. Provision of text-books to all affected schools
2. Provision of teaching-aids to all affected schools
3. Ensuring pre-cyclone or better attendance of students in the schools (upto class X) through Joyful Learning methods of teaching and mid day-meal programme in the schools
4. Provision of school uniforms for all students preferably girls
5. Disaster Preparedness Training for teachers, which should include interim counseling to school children. Strengthening of teacher training institutions and cluster schools to initiate decentralized management and monitoring.
6. Revival of all Village Education Committees in the affected villages
7. Development of school nutritional gardens in all the affected schools
8. Panchayats / NGOs to be involved in school management- training of GP members
9. School curriculum to focus on health, water and sanitation, hygiene issues. Efforts towards redesigning of curriculum and division of need based local specific materials.
10. Sustenance of schools started by NGOs in villages having no schools – linkage with non-formal education centers to be established.

**1.3 Child Development**

1. Revitalising all existing ICDS projects in the affected districts
2. Extend ICDS to all the remaining blocks in the affected districts. Operanalization of 29 new ICDS projects sanctioned by GOI and accelerating operationalization of remaining 12 blocks in cyclone affected district.
3. Rapid assessment of nutritional status of children in the affected blocks
4. Eradication of malnutrition campaign to be lunched in all the affected districts. Greater thrust on the state Govt's initiative for eradication of severe (grade III & IV) malnutrition.
5. Pre-school education to include psycho-social counseling – need to orient Anganwadi workers accordingly
6. Urgent need for day care for Orphans / single parent children and the vulnerable group
7. Immediate revival of fixed health day at anganwadi center for the care of pregnant /



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nursing mothers and malnourished children

8. Organise women's groups for each village within the anganwadi center; and capacity development of women's group to address developmental issues related to children and women and launch comprehensive training programme for skill development and income generation of these women's group.
9. Empowerment exercise for women should include representation of women in village education comities, joint forest management comities
10. Joint training of AWW and ANM for management of childhood illnesses, especially diarrhoea in view of likelihood of extreme heat conditions and also vitamin A campaign.
11. Anganwadi centers should be the focus for assessing livelihood options for all widow headed house holds and rehabilitation of orphan adolescent girls
12. All mental and physical disabilities of women and children to be assessed in the post cyclone situation and corrective measures to be applied

**1.4 Child Protection**

1. Community based care for women and children at risk in all the villages to prevent child trafficking and child prostitution.
2. Set up child labour prevention centers in the slums of industrial / urban areas to focus on education, health nutrition and vocational education.
3. Streamlining the procedure for the payment of compensation, foster care and adoption
4. Networking with police, community and NGOs for the security of vulnerable group – appointment of women as special police officer may be considered.
5. Appointment of block level guardians for the vulnerable group in selected blocks
6. Amendment of land reforms act to allow tenancy rights of orphans and share cropping in their case.

**1.5 Health**

1. Strengthening health sub–centers and primary health centers affected by cyclone.
2. Reestablishing cold chain system in P.H.Cs for immunization programme
3. Disaster preparedness training for doctors and health workers
4. Existing disease surveillance system to be strengthened with emphasis on early warning systems.
5. Mobile health teams with counselors in worst affected PHCs six months under the direct supervision of MO of PHC.
6. Establish links with schools and anganwadi centers for convergence of basic services
7. Provide minimum water and sanitation facilities in all health institutions
8. Networking with all NGOs, rural medical practitioners and others practicing different systems of medicines
9. Strengthen IEC component in the primary health care through village health volunteers / link workers
10. Panchayati Raj institutions to own the health systems at block and Panchayat Level
11. Provision of 5KVA generators for the PHCs.



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# Orissa Super Cyclone: State Level Workshop on Strategic Planning in Rehabilitation

# 106 Critical Inputs For Rehabilitation And Development

## 2. Livelihood

**2.1 Assessment**

1. Comprehensive livelihood assessment of all the affected families
2. Finding of the assessment to form integral part of rehabilitation intervention

**2.2 Options**

1. Land reclamation in saline inundated areas
2. Supply of agricultural inputs in saline inundated areas
3. Promotion of seed bank in the saline inundated areas
4. Renovation and digging of open wells with energisation for irrigation
5. Farm mechanization to be encouraged in all the affected blocks on community basis
6. Development and networking of rural markets for sale of agricultural produce
7. Training of farmers in advanced agricultural practices.
8. Training of community and Development of nurseries for producing horticultural seedlings depending on felt-need of the community
9. Training of youth in advanced horticultural practices for producing grafts with focus on self –employment.
10. Mobile sale center to make all agricultural and horticultural inputs available at the doorstep of farmers
11. Supply of bullocks, milch cows, goats, poultry birds and piglets to worst affected families on group basis. In addition to milch animal etc. need to consider also bullocks etc.
12. Training in dairy/poultry farming
13. Formation of dairy/poultry cooperatives and linkages with state federation for marketing
14. Provision of cattle / poultry feed sale through society sale centres.
15. Supply of country boats and nets to fishermen on group basis
16. Revival of fishermen cooperatives in the potential villages.
17. Training to the artisans in advanced toolkits
18. Provision of toolkits and raw materials to the traditional artisans
19. Development and networking with NGOs for marketing of products of the artisans
20. Revival of handicrafts and Cottage industries in the affected Blocks
21. Support to traditional weavers (training, looms and marketing)

**2.3 Options for Landless / Agricultural Labourer / Landless Labourers vulnerable groups**

1. Sustained food for work in villages having larger concentration of Land less Labourers/ Agricultural Labourers / Marginal Farmers
2. Gradually hand over common property resources to the Land less Labourers/ Agricultural Labourers / Marginal Farmers
3. Land less Labourers/ Agricultural Labourers / Marginal Farmersfor management and receiving usufruct rights
4. Skill development training and formation of self-help groups among Land less Labourers/ Agricultural Labourers / Marginal Farmers
5. Land less Labourer / Agricultural Labourers / Marginal Farmers for sustained livelihood



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options

6. Targeted feeding for the vulnerable groups through Anganwadi Centres
7. Strengthen social assistance programmes to include the vulnerable group (expansion of social safety net)
8. Special rehabilitation package for Elderly- Headed, Widow-Headed and Disable-Headed household

## 3. Habitat

### 3.1. Water

1. Immediate restoration of assured drinking water source
2. New deep bore wells in villages where existing tube wells have become saline
3. Provision of water containers for every family in ' Saline' villages
4. Creation of sanitation depots (ORS packets, tube well repair parts, halogen tablets etc.)
5. Water tankers in each Block to provide water to meet emergency requirements to villages prone to gastroenteritis
6. Provision of portable water testing kits to the GPs for periodical testing of water quality
7. Training of GP members in water quality monitoring (These GP members could be the Water managers for their villages)
8. Cleaning and disinfections of village wells and converted to sanitary wells

### 3.2 Sanitation

1. Strong IEC on sanitation through existing village committees and GPs
2. Personal hygiene to be given top priority in the IEC campaign.
3. Encourage household latrines in all the housing projects
4. All public institutions (School, AWCs, PHCs) must have latrines.
5. Train local masons in producing sanitary items and link up such activity with Banks to make it viable.
6. Repair and reconstruction of lined drainage in all habitations and community must manage it- design drainage and sewerage system for each village.
7. All schools must devote sometime each day on school and village sanitation designate one of the teachers as Sanitation Teacher after proper training



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# Orissa Super Cyclone: State Level Workshop on Strategic Planning in Rehabilitation
# 106 Critical Inputs For Rehabilitation And Development

**3.3 Housing**

1. Fully-washed away villages to be given top priority in housing projects
2. Housing on priority for vulnerable groups
3. Use of locally available construction materials for cyclone-proof houses- develop such designs
4. All houses to be constructed in the worst affected villages must be cyclone proof (based on the PRA exercises done in some of the villages after the cyclone)
5. Housing activity could be a three-year Programme so that large number of houses could be covered – frame in the first year, roofing in the second and walls in the third.
6. Training of local youth to work as masons for construction of houses and entrepreneurs for setting up depots for construction materials
7. Special Branches of nodal housing banks/ organizations at Block and District level to expedite housing activity
8. Detailing revenue functionaries with delegation of powers to resolve all matters relating of land for accelerating housing projects.

**3.4. Ecology**

1. Restoration of ecological balance in affected districts
2. Raising of nurseries under wage employment programmes through CBOs (socially useful trees only)
3. Link FFW with nursery in each household with material support from Govt. /NGO- each household to raise 1000 seedlings as required by them
4. Regeneration of mangroves along the coasts with the help of community and GPs
5. Reactivate / Strengthen JFM committees in all the villages with potential for regeneration.

## 4. MIS

1. Comprehensive database on the post cyclone situation for planning, implementation and monitoring of rehabilitation programmes
2. Adaptation of appropriate software for monitoring and tracking the rehabilitation phase
3. Develop indicators to assess the quality of rehabilitation interventions in all the affected districts.
4. Setting up monitoring cells at the Block, District and State Level
5. Periodical evaluation and assessment for different Programme interventions

## 5. Coordination

1. Coordination at the level of Central Govt. with UNDMT, New Delhi PRC, Orissa at New Delhi may attend the UNDMT meeting (Policy Framework)
2. State level coordination by OSDMA with support from UN house (Policy, Planning, strategy formulation, Indicators for Monitoring).
3. District level coordination (Action Plan, area prioritization, implementation and review)
4. Block level coordination (area prioritization and review of action plan implementation.



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